

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF CHILDREN, EDUCATION AND EARLY HELP SERVICES

TO:	ADULT SOCIAL CARE, CHILDREN'S SERVICES AND EDUCATION COMMITTEE		
DATE:	12 JULY 2017	AGENDA ITEM:	15
TITLE:	YOUTH JUSTICE ANNUAL PLAN		
LEAD COUNCILLOR:	GAVIN	PORTFOLIO:	EDUCATION/ CHILDREN'S SERVICES AND FAMILIES
SERVICE:	EDUCATION CHILDREN'S SERVICES	WARDS:	BOROUGHWIDE
LEAD OFFICER:	LISA WILKINS	TEL:	07967810910
JOB TITLE:	INTERIM SERVICE MANAGER YOS, CSE AND TROUBLED FAMILIES	E-MAIL:	lisa.wilkins@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 Local authorities continue to have a statutory duty to submit an annual youth justice plan relating to their provision of youth justice services.
- 1.2 Youth Justice Annual Plan - attached.

2. RECOMMENDED ACTION

- 2.1 That the Youth Justice Annual Plan be approved

3. POLICY CONTEXT

- 3.1 The areas that will require attention this year are drawn from National Plans and research as well as local organisations and partners and planning. In addition, analysis of the young people in our cohort alongside the makeup of the YOS staff team, affect the services and provision that we are able to deliver. All of the themes should be set in the context or the wider Public Service spending reductions across agencies.

The key priorities and National performance indicators:

1. Reducing the number of young people entering the criminal justice system for the first time
2. Reducing reoffending
3. Reducing the use of custody

4. THE PROPOSAL

- 4.1 The HMIP Short Quality Screening Inspection (March 2016) identified 'a competent and committed workforce who knew their children and young people well... Assessment and planning was good and assessments reflected the views of both children and young people and their parents/carers effectively.'

The Youth Offending Service (YOS) is a multi-agency partnership set up under the Crime and Disorder Act 1998, with the aim to prevent offending or re-offending by children and young people. Reading Borough Council is responsible for establishing a Youth Offending Service. Police, Probation and Health Services are statutory partners and are required to jointly fund the multi-agency team in partnership with the Local Authority. The Partnership is overseen by a Youth Justice Management Board including statutory partners and representation from the Courts.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 These priorities directly contribute towards the Reading Borough Council Corporate Plan: In particular,
Priority 1: 'Safeguarding and Protecting those that are most vulnerable'
Priority 2: 'Providing the best start in life through Education, Early Help and Healthy Living'.

The YOS contributes both to improving community safety through targeted and proportionate risk management as well as safeguarding and promoting the welfare of children and protecting Children from significant harm. 'Working Together to Safeguard Children 2015' highlights the need for Youth Offending Services to work jointly with other families and other agencies and professionals to ensure that young people are safeguarded as well as supported to develop life opportunities.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The aims of Reading Youth Offending Service Partnership remain focused on preventing offending and reducing re-offending by young people. This will be achieved through the delivery of integrated services that ensure young people are safeguarded, the public and victims of crime are protected and those who enter the criminal justice system are supported with robust risk management arrangements. Young people will be supported to integrate into their local communities without offending and wherever possible with support from their families and other agencies working with them.

7. EQUALITY IMPACT ASSESSMENT

- 7.1 The Youth Justice Plan will be inclusive of the following:

- Socially excluded families
- Single parent families
- Families experiencing poverty
- Families experiencing a wide range a health issues
- Families with adult and children learning needs

- 7.2 The plan will aim to close the gap for these families and young people and provide them with the necessary support to achieve improved outcomes.

8. LEGAL IMPLICATIONS

8.1 Section 40 of the Crime and Disorder Act 1998, sets out the youth offending partnership's responsibilities in producing this plan. It states that it is the duty of each local authority, after consultation with the partner agencies, to formulate and implement an annual youth justice plan, setting out:

- How youth justice services in their area are to be provided and funded
- How the youth offending team (YOT) or equivalent service will be composed and funded, how it will operate, and what functions it will carry out.

9. FINANCIAL IMPLICATIONS

9.1 See Youth Justice Annual Plan attached

10. BACKGROUND PAPERS

10.1 Youth Justice Annual Plan

Reading Youth Justice Plan

2017-2018



Contents

Introduction	2
Priorities 2017/18.....	3
Emerging Themes	3
First Time Entrants (FTE).....	3
Education Training and Employment (ETE)	4
Relationship Aggression.....	4
Reoffending.....	4
Structure and Governance.....	5
Partnership Arrangements.....	6
National Performance Indicators	8
First Time Entrants to the Criminal Justice System.....	8
Reoffending.....	10
Reducing the use of Custody.....	12
Local Performance Indicators	14
Accommodation.....	14
Education Training and Employment (ETE)	15
Restorative Justice	16
Adolescent to Parent Violence and Aggression group	18
Parenting	18
Troubled Families.....	18
Substance Misuse.....	19
Review of 2016 - 2017 Plan	21
Opportunities and Challenges for 2017/18.....	24
Resources and Value for Money	29
Appendix 1: Youth Offending Service Structure	30
Appendix 2: 2017/18 Action Plan	31
Appendix 3: Management Board Sign Off	32

Introduction

The aims of Reading Youth Offending Service Partnership remain focused on preventing offending and reducing re-offending by young people. This will be achieved through the delivery of integrated services that ensure young people are safeguarded, the public and victims of crime are protected and those who enter the criminal justice system are supported with robust risk management arrangements. Young people will be supported to integrate into their local communities without offending and wherever possible with support from their families and other agencies working with them.

The Youth Offending Service (YOS) is a multi-agency partnership set up under the Crime and Disorder Act 1998, with the aim to prevent offending or re-offending by children and young people. Reading Borough Council is responsible for establishing a Youth Offending Service. Police, Probation and Health Services are statutory partners and are required to jointly fund the multi-agency team in partnership with the Local Authority. The Partnership is overseen by a Youth Justice Management Board including statutory partners and representation from the Courts.

The Crime and Disorder Act prescribed the provision of an annual plan that detail how local Youth Justice Services are provided, funded and operated. The Plan will be submitted to the Youth Justice Board, the government body that oversees Youth Justice

This Plan should be read in conjunction with arrange of other partnership strategies - These include the Reading Borough Council Corporate Plan 2016-9, Community Safety Plan 2016-9SP plan Domestic Abuse Strategy, Childrens Services Improvement Plan. Child Sexual Exploitation Strategy.

Reading is a thriving and diverse town. We are home to 160,825 people comprising around 69,000 households. Our population has grown by 9% over the last 10 years and will continue to grow. The population in Reading is on the whole young, diverse and dynamic; both in terms of mobility and cultural presentation. However there are some areas of identified deprivation within Reading. 17.8% (over 6000) of children in Reading are in poverty, which is less than the England average but more than the regional average.

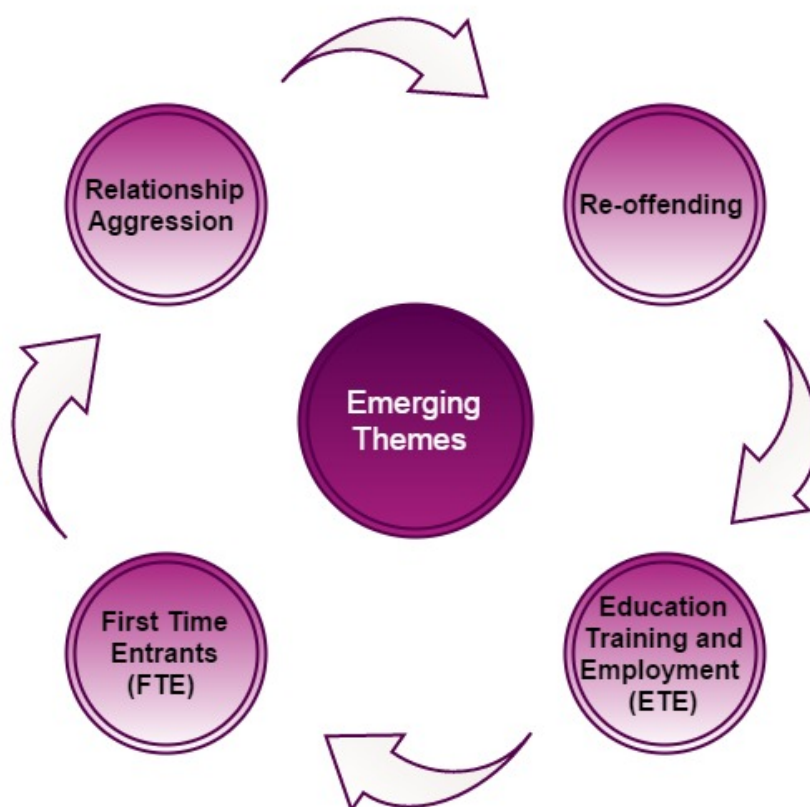
Our young people represent the largest group within the community with 35,600 people being under 20yrs old (23%). There greatest increase in local population is in the 0-14years age bracket and the demand for school places has never been higher. (ONS Mid-Year Population Estimates 2013). Whilst the employment rate in Reading is good, disadvantaged groups including young offenders have more difficulties in accessing employment opportunities and the Corporate plan includes targeted work at increasing the ETE opportunities of the 16-18 year olds.

In 2011, whilst the largest proportion of the population (66.9%) identified themselves as 'White British'. This proportion had decreased from 86.8% in the previous census and was considerably lower than the national figure of 80.9%. This suggests greater diversity in Reading in recent years and in comparison with other local authority areas. Those identifying as 'Other White' (encompassing a number of nationalities, including Polish) account for 7.9% of the population, an increase from 4.2% in the previous census. South Asian groups (Indian, Pakistani and Other Asian) accounted for 12.6% of all residents in 2011, an increase from 5.2% in 2001. The other increase of note is the proportion of people identifying themselves as Black African, which increased from 1.6% to 4.9%). As the population becomes more ethnically diverse, the provision of a culturally competent and culturally sensitive Youth Offending Service is highlighted.

Priorities 2017/18

Emerging Themes

The areas that will require attention this year are drawn from National Plans and research as well as local organisations and partners and planning. In addition, analysis of the young people in our cohort alongside the makeup of the YOS staff team, affect the services and provision that we are able to deliver. All of the themes should be set in the context or the wider Public Service spending reductions across agencies.



First Time Entrants (FTE)

There was a total of eighty three first time entrants to YOS in 16/17. Of the cohort sixteen young people were subject to a child protection plan. Forty one young people were open to services as a 'Child in Need'. Again a further forty one were open to Early Help services, however, in some cases these were not step downs from children social care as you might first assume from the exact numbers. Those that were open to early help totalled three hundred and eight months of intervention, equating to eight months on average per family intervention.

There were two hundred and fifty two fixed term exclusions (FTEs) across the cohort an average of eleven FTE's per young person. Of the cohort forty two had fixed term exclusions, eleven were permanently excluded. Nine young people had school attendance below ninety per cent.

There were twenty two young people who were reported missing, in total there were three hundred and fifty eight episodes, totalling an average of seventeen episodes per young person.

There are eleven families who are known to the troubled families programme. With regard to the TF outcomes, there were two young people with mental health, fifteen with substance misuse, five living with domestic abuse, eight highlighted as at risk of CSE and four young people with workless parents. The rate of those entering the Youth Justice System in Reading has this year been in contrast with the national and regional pattern of a decline. Local FTE rates have been above the national rate for some time. Understanding the local factors that affect this trend and targeting support at an early intervention will require a multi - agency coordinated response.

Embedding partnership work with Early Help Partners

As part of the Early Help family, we need to work collaboratively with our colleagues to deliver services that make a difference to the life chances of those we work with and for

Education Training and Employment (ETE)

A key correlating factor with offending risk is the engagement of the young people in positive education opportunities or training and employment options. Too many of the young people we are working with do not have sufficient opportunities and the majority of interventions over the last year have ended without young people satisfactorily engaged in ETE. There is also a need to support young people to engage as well as possible with available opportunities and for provision to be delivered in the most accessible and targeted way

Relationship Aggression

Each year, 750,000 UK children experience domestic violence. Reading's Domestic Abuse Strategy (2015-8) references the impact that domestic abuse has on young people and a local large audit in 2012 identified that 47% of cases had witnessed or experienced domestic abuse. As well as the impact on the young people, there are concerns about the impact on the behaviour of young people in their own close relationships. There are indicators that youth relationship aggression and Adolescent to Parent Violence is an area of work that is being reported more to services. Developing an approach that could help adolescents sustain healthy safe relationships will have a positive impact on them, and those they are in relationship with, as they grow into adulthood.

Reoffending

Young people involved with Reading YOS are more likely to offend again, than in other areas of the country. We need to maintain the analysis of some of the factors for this and retain and develop a workforce that help young people exit offending at the earliest opportunity.

Structure and Governance

The YOS is overseen by a Youth Justice Partnership Management Board (YJMB) chaired by the Local Police Area Commander. The core membership of the YJMB has been reviewed over 2016-7 and is now as follows:

- Director of Children's Services, or his or her nominee.
- NHS commissioner
- Thames Valley Police LPA Commander
- Probation nominee
- YOS and Troubled Families Service Manager

The Troubled Families Board now acts as a reference group for the YJMB going forward, in order to better integrate youth justice within Early Help developments and the wider partnership. The Service Manager for the YOS is the lead for Troubled Families. Many of the young people involved with the YOS are the most vulnerable children, and are at the greatest risk of social exclusion. The YOS is integral to the Borough Troubled Family programme to improve outcomes for families across and range of measures.

Reading YOS is part of the directorate for Children, Education and Early Help Services (DCEEHS). The Head of Early Help Service sits on the YJMB and active links are also maintained at a strategic level to the local criminal justice and community safety arrangements. The YOS is represented at a strategic level in a range of key partnerships, including the Local Safeguarding Children Board and the Community Safety Partnership. Operational involvement in partnerships include involvement in Local Criminal Justice Group, Court User meetings, LSCB Sub groups, MASH steering group, Troubled Families Board, Offender Manager Delivery Group, Restorative Justice Forum, and Parenting practitioner network.

Partnership Arrangements

The YOS is a multi - agency team and relies on the support and input of partners to carry out the work that it does.



Substance Use

YOS has on site facilities for drug/alcohol treatment (SOURCE), including access to substitute prescribing, and has access to provision where young people can access sexual health, contraception and relationships education, as well as referrals and consultations with other health services.

Emotional and Mental Health

A 0.4 FTE CAMHS link worker post ensures access to mental health services as appropriate. The health service is developing a Liaison and Diversion scheme that will address low level mental health needs.

Police

YOS targets prevention resources for young people receiving a Youth Restorative Disposal or first Youth Caution through screening; 10-12 year olds, Looked After Children and young people being violent towards their parents/carers. Thames Valley Police's Out of Court disposal Guidance invites involvement of YOS in decision making above the legally required level. The YOS has one fulltime officer

Social Care

A protocol is in place between YOS and Children's Social Care teams ensuring appropriate joint working, particularly in respect of potential Remands to Youth Detention and Looked After Children. The YOS has a Research in Practice Champion and sit on the MASH steering group arrangements. All Looked After cases at diversion level where there are offending concerns will have a link YOS worker

Probation

YOS works in partnership with Probation regarding those young people who will transition to adult services. The transition protocol have now been bolstered by the provision of a 0.5 Probation Officer.

Having a seconded Probation Officer will enhance the partnership working of the YOS and help develop team practice.

Early Help

The YOS has networking and engagement opportunities within colleagues within Early Help Services.

YOS works provides regular, enhanced Triple P level 4 parenting programmes to referrals from Early Help as well as those at the YOS. These are well attended and have a low attrition rate.

ADVIZA

The YOS works in partnership with Adviza to support young people to access training and employment, Adviza provides a dedicated YOS resource to work with young people who offend and has recently re-commissioned the Adviza contract.

Reading is a thriving and diverse town. We are home to 160,825 people comprising around 69,000 households. Our population has grown by 9% over the last 10 years and will continue to grow. The population in Reading is on the whole young, diverse and dynamic; both in terms of mobility and cultural presentation. However there are some areas of identified deprivation within Reading. 17.8% (over 6000) of children in Reading are in poverty, which is less than the England average but more than the regional average.

Our young people represent the largest group within the community with 35,600 people being under 20yrs old (23%). There greatest increase in local population is in the 0-14years age bracket and the demand for school places has never been higher. (ONS Mid-Year Population Estimates 2013). Whilst the employment rate in Reading is good, disadvantaged groups including young offenders have more difficulties in accessing employment opportunities and the Corporate plan includes targeted work at increasing the ETE opportunities of the 16-18 year olds.

In 2011, whilst the largest proportion of the population (66.9%) identified themselves as 'White British'. This proportion had decreased from 86.8% in the previous census and was considerably lower than the national figure of 80.9%. This suggests greater diversity in Reading in recent years and in comparison with other local authority areas. Those identifying as 'Other White' (encompassing a number of nationalities, including Polish) account for 7.9% of the population, an increase from 4.2% in the previous census. South Asian groups (Indian, Pakistani and Other Asian) accounted for 12.6% of all residents in 2011, an increase from 5.2% in 2001. The other increase of note is the proportion of people identifying themselves as Black African, which increased from 1.6% to 4.9%). As the population becomes more ethnically diverse, the provision of a culturally competent and culturally sensitive Youth Offending Service is highlighted.

National Performance Indicators

The key priorities and National performance indicators:

1. Reducing the number of young people entering the criminal justice system for the first time
2. Reducing reoffending
3. Reducing the use of custody

These priorities directly contribute towards the Reading Borough Council Corporate Plan: In particular,

Priority 1: 'Safeguarding and Protecting those that are most vulnerable'

Priority 2: 'Providing the best start in life through Education, Early Help and Healthy Living'.

The YOS contributes both to improving community safety through targeted and proportionate risk management as well as safeguarding and promoting the welfare of children and protecting Children from significant harm. 'Working Together to Safeguard Children 2015' highlights the need for Youth Offending Services to work jointly with other families and other agencies and professionals to ensure that young people are safeguarded as well as supported to develop life opportunities.

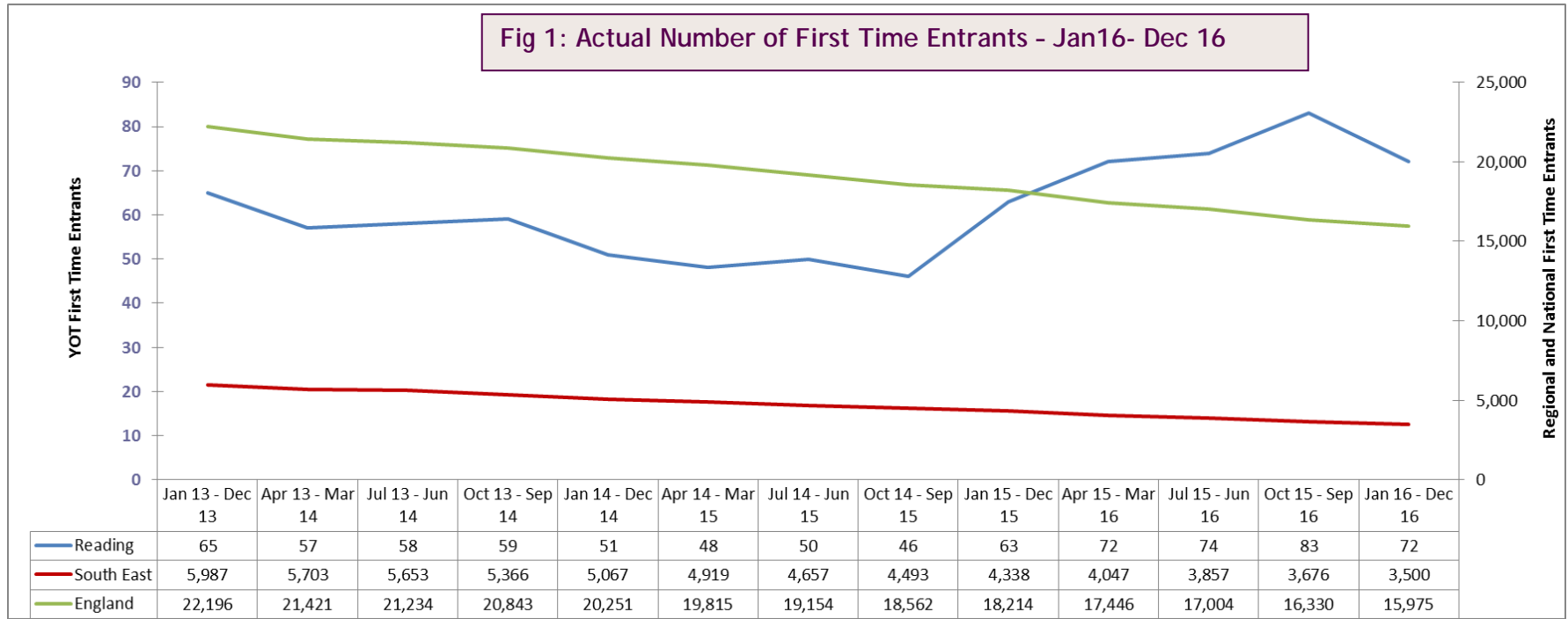
First Time Entrants to the Criminal Justice System

The First Time Entrant (FTE) data (see Figure 1) is calculated using Police National Computer (PNC) data

Nationally there has been a historic trend of a reduction of First Time Entrants to the youth justice system over the last 10 years. Reading peaked in 2008/9 with over 250 young people who entered the Youth Justice System. However whereas the majority of YOTs have continued to experience further reductions in their FTEs, the rate in Reading has increased over the last year.



Work has been undertaken to understand the increase and this has been presented to the YJMB. The police have established decision making processes that the YOS contribute to and it is not thought that young people are inappropriately entering the Youth Justice System. The majority of young people that enter into the formal system are not known to the YOS through any of their prevention work. It is hoped that a partnership response in the Early Help strategy will help address background risk factors that can bolster the life chances of young people and reduce the risk of then entering into the youth justice system. The majority of young people that enter into the formal system are not known to the YOS through any of their prevention work.



First Time Entrants to the Criminal Justice System

It is hoped that a partnership response in the Early Help strategy will help address background risk factors that can bolster the life chances of young people and reduce the risk of then entering into the youth justice system.

There was a total of 83 first time entrants to YOS in 16/17. Of the cohort 16 young people were subject to a child protection plan. 41 young people were open to services as a 'Child in Need'. Again a further 41 were open to Early Help services, however, in some cases these were not step downs from children social care as you might first assume from the exact numbers. Those that were open to Early Help totalled 308 months of intervention, equating to 8 months on average per family intervention.

There were 252 fixed term exclusions (FTEs) across the cohort - an average of 11 Fixed Term exclusions/ young person. Of the cohort 42 had fixed term exclusions, 11 were permanently excluded. 9 young people had school attendance below 90%.

There were 22 young people who were reported missing, in total there were 358 episodes, totalling an average of 17 episodes per young person.

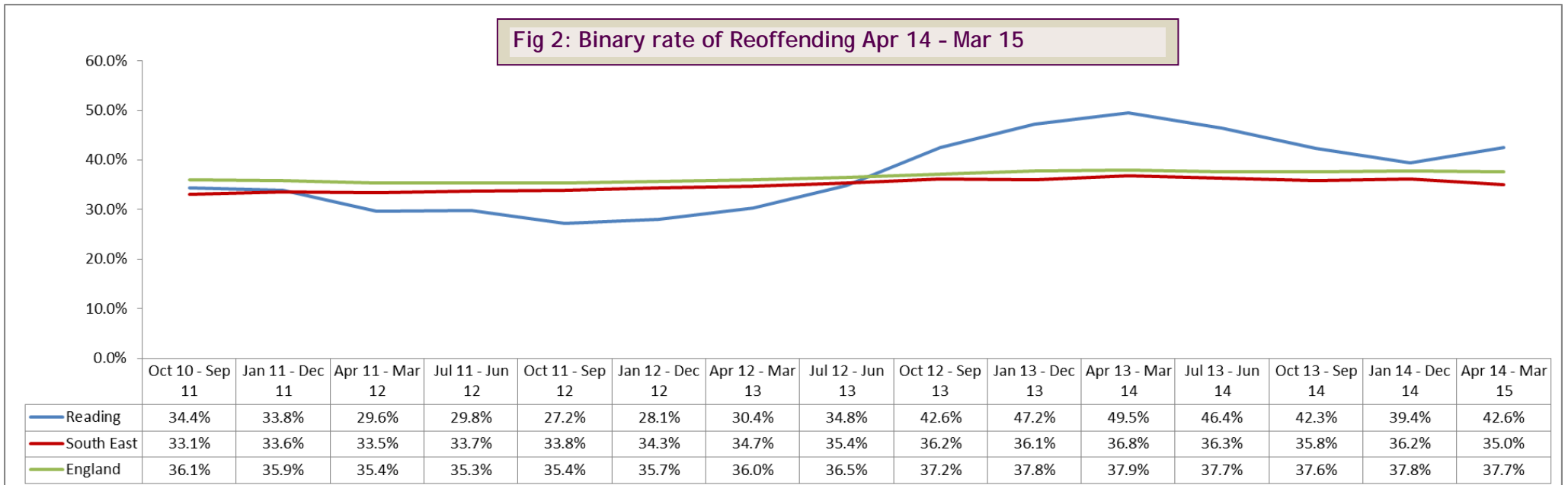
There are 11 families who are known to the troubled families programme. With regard to the TF outcomes, there were 2 young people with mental health issues, 15 with substance misuse, 5 living with domestic abuse, 8t highlighted as at risk of CSE and 4 young people with workless parents.

Reoffending

Reoffending remains one of the key measures for evaluating the effectiveness of the youth justice partnership arrangements at a local level, It is measured in a number of ways. Fig 2 shows the Binary rate of offenders that reoffend. This demonstrates the fluctuating nature of the small cohort in

Reading. This area of work is critical in going forward as we focus attentions on those at a greater risk of reoffending. This requires focus in a number of areas affecting the likelihood of offending, such as Education Training and Employment:

Fig 2: Binary rate of Reoffending Apr 14 - Mar 15



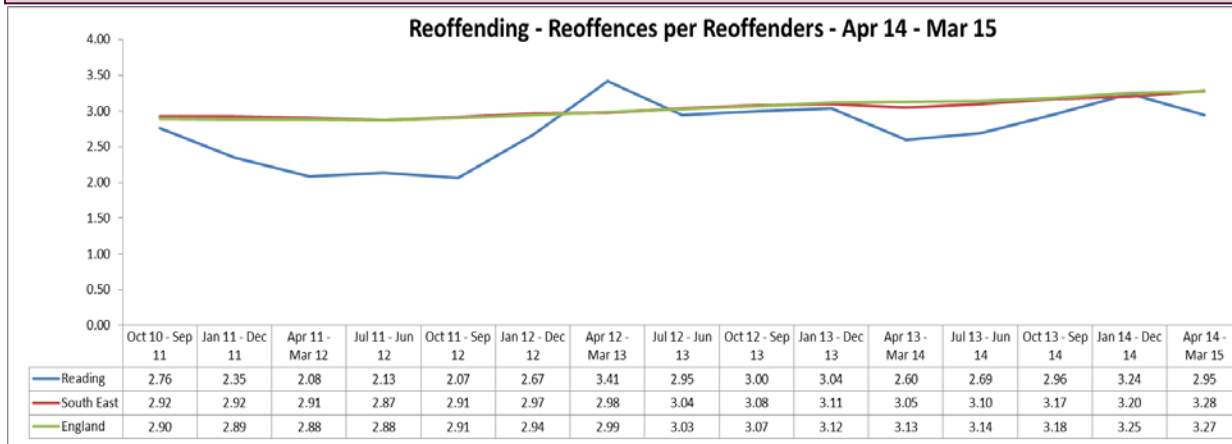
The number of actual reoffenders is similar to last year. The Youth Justice Board have introduced a new measure looking specifically at the average number of offences that those who reoffend go on to commit (Fig 3.) This supports the position that whilst the proportion of reoffenders is quite high, their individual level of reoffending is lower than comparators. Work with young people known to the service will therefore need to take into account their specific issues and consider tailored intervention to reduce individual risk of reoffending.

The Youth Justice Board has released a live tracker that can provide more up to date reoffending information. Reading has used this over the last two years and it has helped identify particular characteristics of young people that may be more likely to reoffend in Reading.

Reoffending and Referral Orders

The Youth Justice Board has released a live tracker that can provide more up to date reoffending information. Reading has used this over the last two years and it has helped identify particular characteristics of young people that may be more likely to reoffend in Reading.

Fig 3: Reoffences per Reoffender



Example - Referral Order

An end panel was held for a 12 month order for a very serious crime. The YP was very shy and hadn't said much at the initial panel but over the course of the next year both myself and my fellow panel member noticed the YP's increase in confidence from the work they had done at YOS. The YP managed to find paid employment whilst on the order and even tried to recruit people whilst on reparation as there was an incentive scheme at the company he worked for showing just how far he had come in a relatively short time.

I was able to witness this YP not only successfully complete his order but watch him turn from a shy vulnerable boy into a confident passionate young man. I can truly say it was one of the most satisfying things I have ever seen.

Being a panel volunteer has stood me in good stead in my own life and given me an edge in gaining a promotion. I am also amazed to see the different types of people that volunteer as panel members.

Reducing the use of Custody

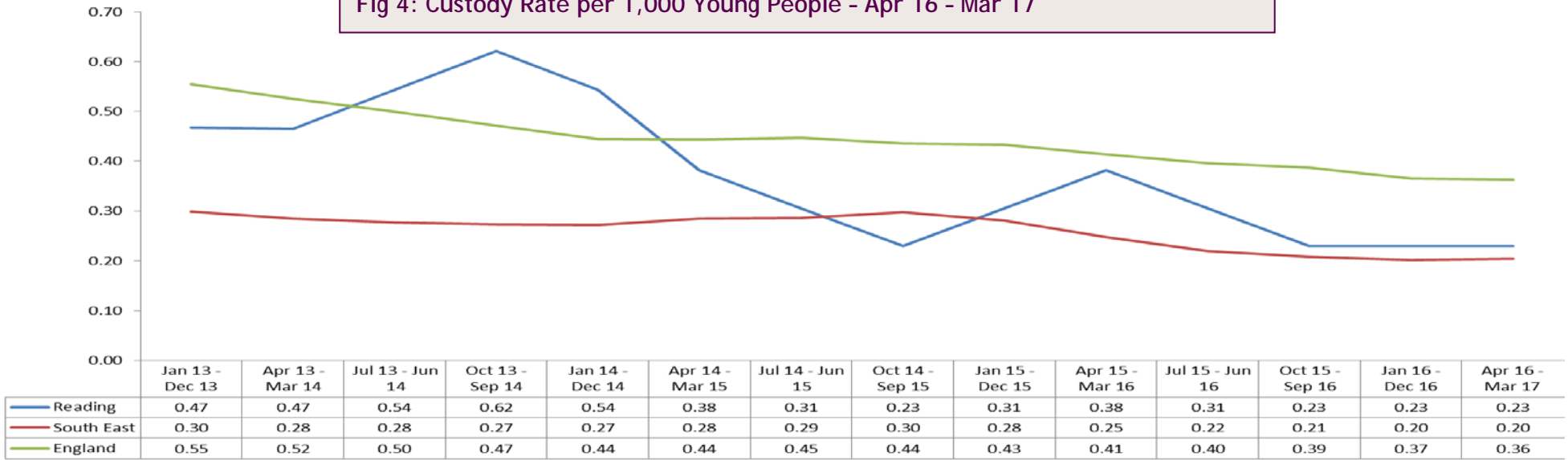
Custodial Sentences:

The YOS is compared against the use of custody as a rate per 1,000 of the 10-17 year old population; Reading’s performance at the end of March 2017 was considerably below both the National and close to the South East rate (Fig 4). However, the custody rate in Reading is variable, and subject to fluctuations due to the very low numbers of custodial sentences that are imposed on Reading’s young people. Whilst the rate is low, there have been lengthy custodial sentences imposed for serious offences.

Use of Remand:

The remand budget is now devolved to Local Authorities from the Youth Justice Board, based on previous remand episodes. We had few remand episodes in 2016-7, though these are all reviewed and our practice assessed. We will be refreshing our court officer training this year and have a protocol with Childrens Services for the management of remand episodes.

Fig 4: Custody Rate per 1,000 Young People - Apr 16 - Mar 17

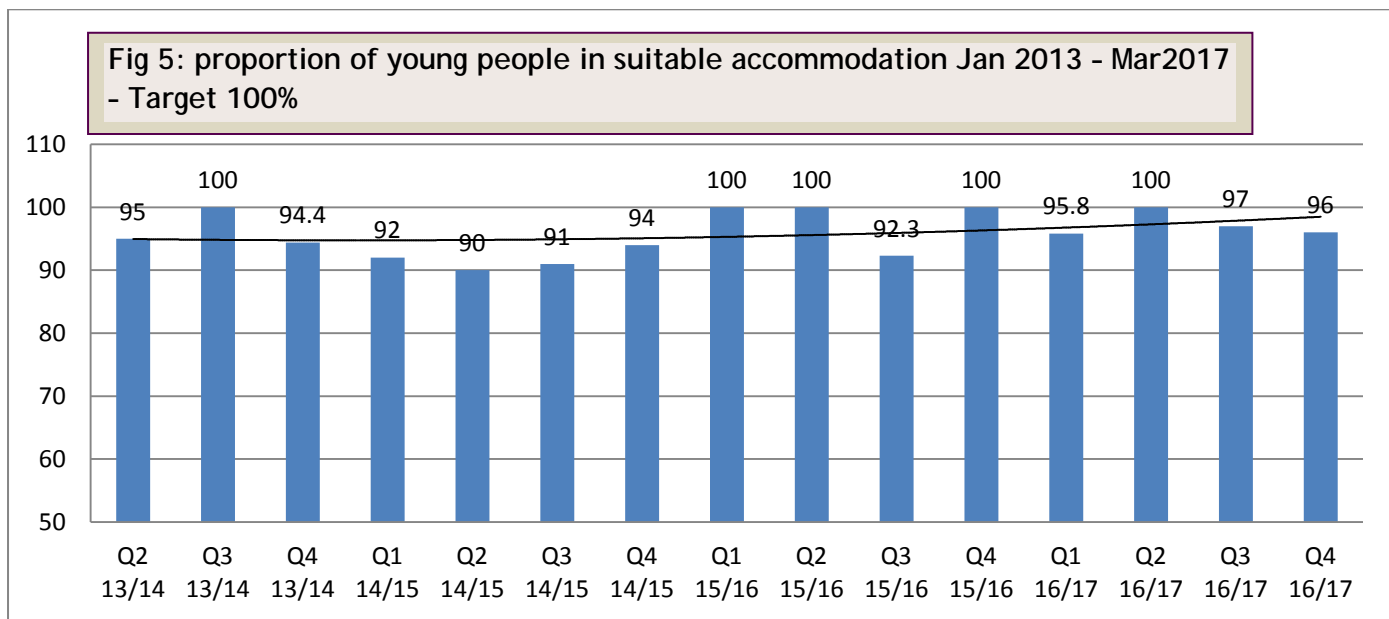


Local Performance Indicators

In addition to the national performance indicators the YOS also monitors a suite of indicators that have a direct influence over the likelihood of reoffending.

Accommodation

There is a strong evidential link between the likelihood of offending and being in unsuitable accommodation. A protocol between Children’s Social care and Housing was agreed in September 2015. The Protocol sets out clearly the process that responsible agencies have agreed to undertake, in order to ensure that suitable accommodation is secured for those young people who are vulnerable due to homelessness. There has been an improvement as a result of the Protocol. The data continues to indicate a healthy outlook for young people and their accommodation needs in the face of rising housing pressure. (Fig 5)



Education Training and Employment (ETE)

Success story

MS was unable to read two letter words and rarely attended school and now he reads books for pleasure and attends every day.

MS is in year 8 and at the start of his Communicate intervention, his attendance and behaviour at school were both very poor. His mother was involved with an Education Welfare Officer and faced fines for non-attendance.

To his credit, MS has always engaged really well in his sessions despite having a very negative perception of school and education. MS's communication skills were very weak which is why he kept misbehaving in school. The diagnostic highlighted just how weak his communication skills were. The Communicate tutor had to go right back to the beginning teaching him to read, recognise and spell two letter words.

His progress was initially slow. He had to learn how to learn words as well as commit them to memory. However, using a few memory tricks and a good dose of humour, the tutor was able to teach him what he needed to know in a way that he enjoyed and responded well to.

He has now completed the basic words module which teaches the 300 most commonly used words. He has developed ways to work out the words for himself and has worked on his handwriting which is now clear, legible and fast. He is reading books with the tutor for pleasure and he is now mainly working on his sentence writing to write funny stories. His sentence structure, spelling and vocabulary have improved dramatically. He has recorded one of these stories and created a video using Lego for the visual.

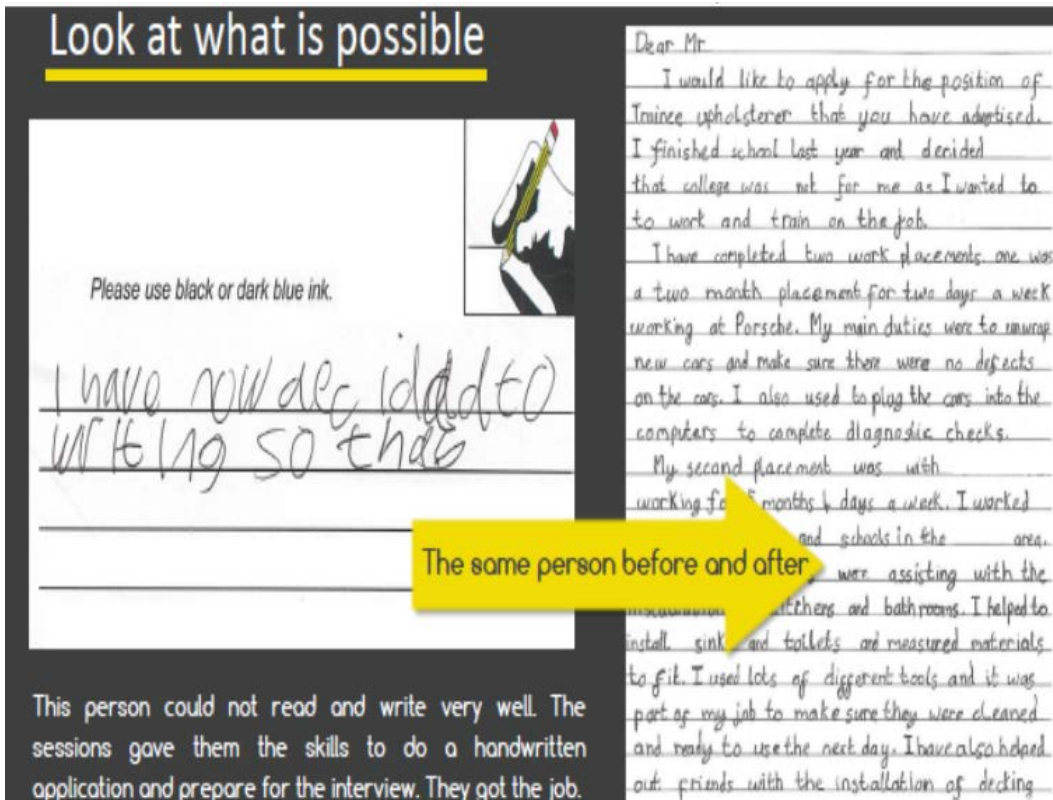
The impact of his sessions is demonstrated by his attendance at school. His school attendance jumped from 30% to 100%. He is getting good reports from all of his teachers and his Mum is ecstatic with his progress. She puts his change in attitude and confidence almost entirely down to his sessions with the Communicate Tutor. MS has himself said he really likes the sessions and has learnt a lot. He has since started doing the intervention on a voluntary basis. There can be no better endorsement than that.

the cups out now
am has a new cat
~~am has a new cat~~
Pam is own the cat

BEFORE

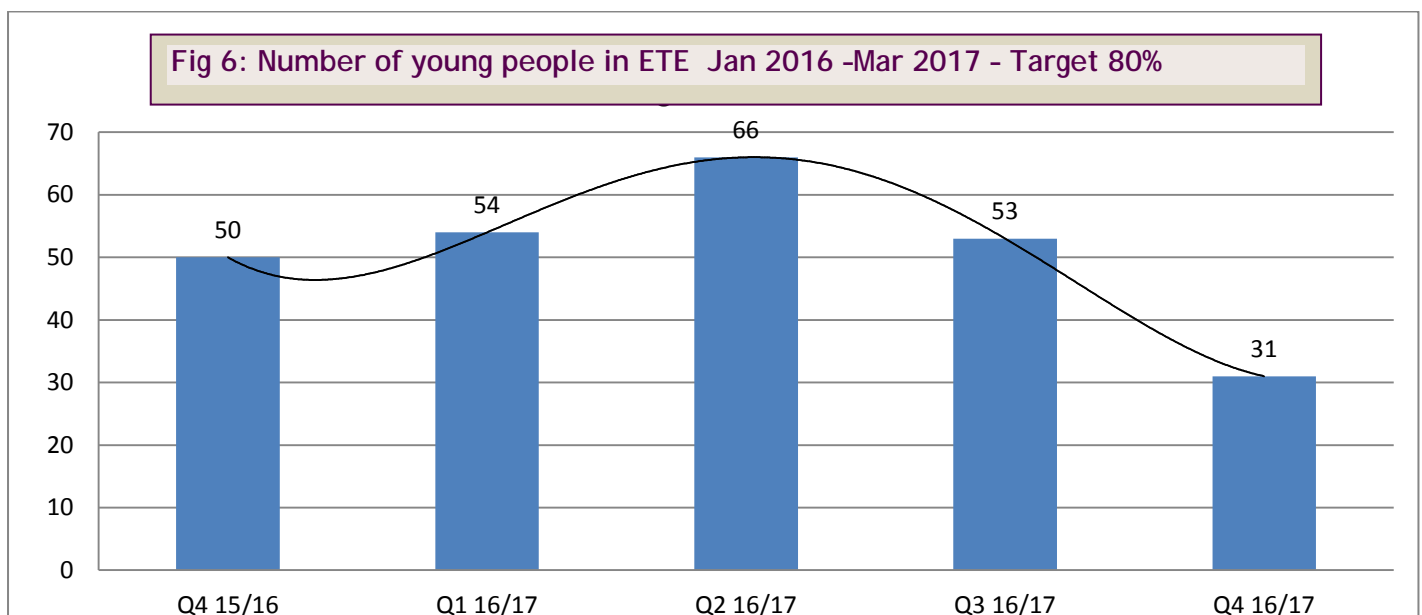
hello my name is Mitchell and I like
hello my name is Mitchell and I like
hello my name is Mitchell and I like
to play on my X-Box 1 on Call of Duty
to play on my X-Box 1 on call of Duty
Infinite Warfare I am really good at it.
Infinite Warfare I am really good at it
My favourite map is Radar Tower it is easy
My favourite map is Radar Tower it

AFTER



The YOS previously measured the percentage of young people in suitable ETE at the end of their involvement with the young person. Last financial year the Management Board changed the measure to record young people at the end of each intervention. This provides a more accurate picture of the ETE status of the cohort of young people we work with as it will include those who are retained by the service over a long period on a

number of interventions. These young people are likely to have problematic ETE performance and will adversely impact the overall picture. The Board has retained the challenging target of 80%. Performance has remained erratic and poor over the last year (Fig 6) The YOS continues to benefit from a dedicated practitioner from Adviza though the specialist education worker post has been deleted in the savings. The YOS also effectively links in with the 'Children Missing out on Education' panel locally and runs a very successful 'Communicate' programme which was recognised by the Youth Justice Board in 2014 as evidence of effective practice. Troubled Families is also developing a Reading Employability Pathway Strategy which will improve the availability of apprenticeships, work experience and training for young people who offend. However, the overall picture will require a renewed focus with partners to ensure that young people are accessing appropriate ETE.



The YOS RJ Worker routinely contacts all victims of youth crime when connected to a young person on a community order, custodial sentence as well as Youth Conditional Cautions. The YOS Police Officer is responsible for making contact with those victims connected to Youth Cautions or Youth Restorative Disposals. Contact figures will fluctuate when there are difficulties in making contact with victims or where safeguarding concerns for the young person which makes victim contact not feasible. The YOS continues to be victim and young person led; both are consulted and realistic expectations are discussed to meet needs. RJ practice is well embedded in the YOS, from the onset young people are asked restorative questions at court by the Magistrates, through to victim awareness being a feature on all intervention plans. The indepth RJ audit for National Standards indicated very sound practice throughout victim contact backed up by 35% participation in the last two years.

Positive Practice

On the 15th February 2017, three staff members took a 6 young people to London to view a performance at a theatre. The topic of this performance was Restorative Justice, re-enacting real-life case studies which explained the impact of a violent crime on families and also the thoughts and feelings of an offender.

This activity provoked informal discussions around crime and the harm which is caused. Some of the young people were able to relate to characters stories and discussed the trip in other intervention reviews.

Due to the location of the venue, the young people had the opportunity to gain new experiences such as travelling on the underground and seeing some of the main London landmarks such as the Houses of Parliament. This activity provoked informal discussions which generally would not be held during YOS supervision. This provided an opportunity to strengthen the existing relationships with the young people that we work with

Working well with victims helps to provide a service to those affected by crime. Research indicates that offenders who have participated in Restorative Justice are less likely to offend at the same level as those who did not receive Restorative Justice.

The YOS will provide in house training for caseworkers to develop skills and confidence to deliver the YOS victim awareness sessions. This will be overseen by the Restorative Justice Workers who will observe and support colleagues to ensure the validity of the programme is maintained.

Year	Total Victims	Opportunity	Participating Direct	Participating Indirect	No. Participating	%Participating
2015/16Q1	21	19	6	6	11	58%
2015/16Q2	21	20	4	4	8	40%
2015/16Q3	24	22	2	0	2	9%
2015/16Q4	38	36	7	3	10	28%
2016/17Q1	19	19	4	2	6	32%
2016/17Q2	25	22	2	5	7	32%
2016/17Q3	23	22	2	7	9	41%
2016/17Q4	20	17	2	5	7	42%
Total	191	177	29	32	60	35%

Parenting

The YOS Parenting worker manages a number of cases and provides support to YOS caseworkers to manage work with parents. With the loss of the Education worker, some parenting capacity has been lost, and this will impact upon the workload of caseworkers and other staff in Early Help Services. The work of the Parenting Worker is now more firmly established.

Through the year the YOS has led on provision of parenting groups for teenagers (PPP). Over the next year, the Group Parenting provision will continue, but at a lower rate.

Troubled Families

The YOS directly contributes towards achieving improved outcomes for Troubled Families (TF) and has been actively involved in further developing Phase 2 of the programme, reviewing the identification and referral routes for troubled families, and developing the right support at the right time. Reading has a target of 1220 families over the next 5 years, and youth offending will remain as one of the identifiers and outcome measures.

The overlap between the YOS and TF is reflected in the plan for the TF Board becoming the reference group for the YOS Strategic management Board. The TF Board will consider YOS reports and actions from the Strategic Management Board and will commission reports to the YOS strategic group.

Adolescent to Parent Violence and Aggression group

We ran the first **Who's in Charge** programme over 9 weeks.

Parents actively participated and we could see the changes in the parents attitude over the course. We also received feedback that their children's responses which had positively changed and relationships had improved.

Parents commented that their thinking had changed, were better boundary setting, being more assertive, more equipped to manage situations and feeling calm.

One participant wrote:

'Thank you for a fabulous course...I added many other tools in my tool box

This week I've had two situations with the children and I've managed to put in place two 'Contracts' as solutions. I've found compromises..... I've learnt to acknowledge feelings good and bad on both myself and children and not to dismiss them. I find myself controlling the situation more and giving space when space is needed.

I've realised I don't need to do as much as I do and have refrained in some aspects and when I do choose to do something, it's appreciated and thanked. Makes me feel happier too.

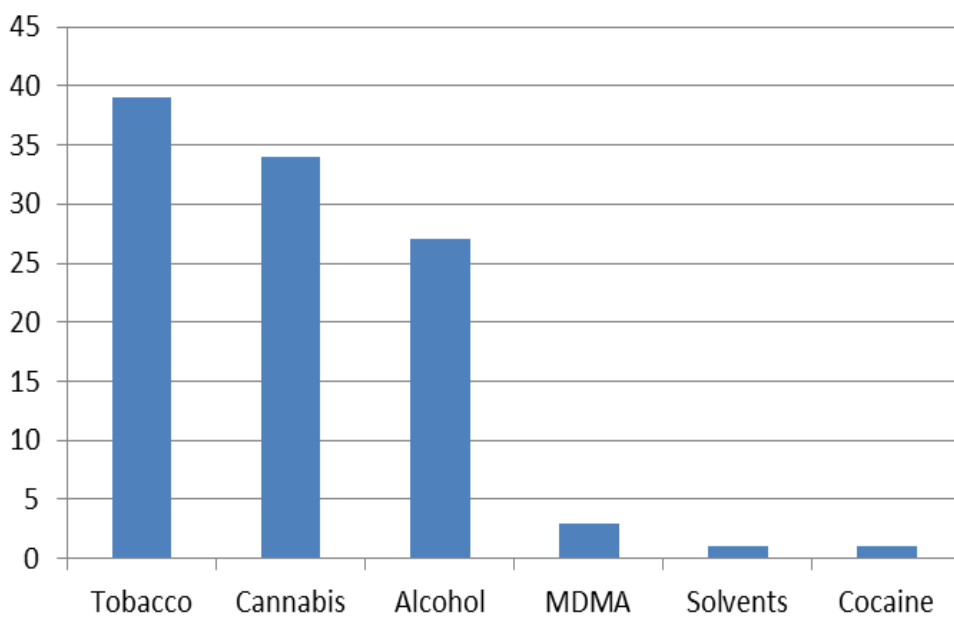
The course has been sad, fun and even heavy at times however it has been so useful and informative and powerful and something I will use and never forget. '

Substance Misuse

All young people known to the YOS will be screened for substance use as part of AssetPlus. Use of the AUDIT tools to screen alcohol use assists accurate assessment to develop appropriate responses. YOS caseworkers will initially complete the AUDIT C, (derived from the first three questions of the full AUDIT) If a young person scores 5+ this indicates increasing or higher risk drinking and the full AUDIT will be completed, and an appropriate intervention planned. SOURCE have undertaken review Training of the AUDIT tool with Caseworkers in 2016-7.

To ensure that local performance measures related to Substance Misuse are met, Source will endeavour to assess all YOS referrals for specialist assessment within 5 working days, and provide relevant intervention and treatment services within 10 working days. Cannabis, Tobacco and Alcohol remain the substances of choice for young people who are known to YOS. This is also true of cases that have no involvement with YOS that are referred to Source. Nationally 70% of young people that access substance misuse services cite Cannabis as their 'problem' drug, and this is the main area of work for YOS young people that access SOURCE.

Fig 7: YOS Young People Substance Use



Other Achievements

The HMIP Short Quality Screening Inspection identified 'a competent and committed workforce who knew their children and young people well... Assessment and planning was good and assessments reflected the views of both children and young people and their parents/carers effectively.'

- Practitioners have adapted to using AssetPlus and management oversight has developed assessment and planning practice;
- Through the year a number of practitioners have delivered training to help develop team working. This has included work on working with education and with parents, and understanding SEND changes;
- The YOS undertook a thorough Nation Standards audit over the year. As well as benchmarking solid practice, the audit has provided opportunities to consider how the Service can be developed going forward;
- The YOS has embedded a routine of QA - both thematic and involving case workers as well as case audits that can be measured over time. Quarterly QA meetings will consider findings and take these forward to practice;
- The Probation secondee has started in post. As well as assisting with transitions to adult Probation Services this secondment will add expertise in risk management and in strengthening partnership links;
- The YOS has retained the effective practise of group supervision sessions that have assisted workers in casework. In addition the Clinical Psychologist as well as working with young people has provided support to staff and managers in developing supervision practice.

Review of 2016 - 2017 Plan

Priority		Action		Success Criteria		Progress
1	Reduce reoffending of prolific and persistent young offenders	1.1	Further analysis of the reoffending cohort using the YJB reoffending toolkit/ live Tracker	1	Reoffending performance in line with national and statistical comparators.	Reoffending has not reduced as much as hoped though is closer to target. The reoffending tracker usefully identifies characteristics of young people that are at risk of further offending.
				2	6 monthly reports produced for the management board using the live tracker tool	
2	Improve Education Training and Employment (ETE) performance	2.1	Establish a ETE task and finish group	1	ETE performance improves and is comparable to national and statistical comparators as determined by the revised performance framework	ETE performance is of concern in Reading, both for school age young people and for those that have left school. Performance has not improved and further work is needed to work with partners to improve the ETE outcomes both of those that have offended and to prevent further offending.
		2.2	Review the ETE performance framework and introduce a distance travelled measure	2	New performance framework in place	
		2.3	Analysis of the quarterly cohorts to be provided to the Youth Justice Management Board	3	Quarterly performance monitored by the management board	
3	Reduce the risk of Child Sexual Exploitation for young people engaged with the YOS	3.1	Monitor and report on the numbers of young people at risk of CSE to SEMRAC	1	The level of risk for YOS young people at risk or experiencing CSE is reduced	The YOS has maintained their involvement in SEMRAC and in having a CSE champion. The young person's CSE tool has been widely used and the YOS worker that designed it has been nominated for a Butler Trust award. Ongoing audit and embedding of the use of the tool within the YOS service will continue.
		3.2	Implement the use of the Reading CSE toolkit	2	The CSE toolkit is used and all young people are screened for the risk CSE	
		3.3	Effectively screen for cases as part of assessment	3	YOS QA to be monitored by the TF Reference Board	

Priority		Action		Success Criteria		Progress
4	Develop interventions for young people to reduce Relationship Violence	4.1	Review existing resources for working with young people who have experienced domestic abuse and/or exhibiting abuse within their own relationships	1	Appropriate materials and interventions are available for young people.	The Adolescent to Parent Violence group ran for the first time in 2017. Further groups are planned.
		4.2	APV programme group scheduled for Autumn 2016	2	Appropriate Referrals made and 80% group completion.	It is hoped that the introduction of the Probation officer will assist with the development of resources that can tackle young person relationship abuse.
5	Embedding AssetPlus Changes and practice	5.1	Draw up AssetPlus Guidance for practitioners	1	Staff able to follow processes for AssetPlus completions	AssetPlus has been in operation for 18 months. Processes have been adopted to assist practitioners to develop thorough proportionate assessments The guidance is not yet complete
		5.2	Staff awareness of guidance	2	Increase in proportion of completed stages within National standards	
		5.3	Regular Management QA of AP stages	3	Congruency of Judgements and QA approach through QA exercises	
6	Working effectively with Out Of Court Cases	6.1	Development of Out Of Court Guidance for YOS	1	Decision making in line with Guidance	The Guidance is in progress. Out of Court decisions have been monitored and challenged where appropriate
				2	75% engagement rate on voluntary interventions	
7	Restorative Justice Development	7.1	Audit of RJ practice	1	Completion of Audit based on RJQM standards	The RJ was subject to a thorough audit that incorporated wider victim practice. Results were positive and there was some learning for further practice development The Caseworkers will undertake training
				2	Audited delivery in line with Guidance.	

Priority		Action		Success Criteria	Progress	
		7.2	Pilot of new RJ screening tool	3	Increased involvement in RJ Processes. Successful completion of RJ processes	and will be delivering some victim awareness sessions from the summer 2017
		7.3	Caseworkers delivering some Victim awareness sessions with at least one young person /year	4	Improved staff skills in addressing empathy	The guidance around UPW delivery has not been completed, though we have managed only a few UPW order over this year
		7.4	Local Guidance around UPW delivery			
8	Inspection actions	8.1	Review of assessment and plans should be completed particularly where there have been significant developments in a case in order that the intervention remains relevant	1	QA and Stage signature evidences relevant new assessments	Asset Plus and the QA of assessments has been embedded by the Managers, and processes now ensure that an early review looks at intervention planning. Training has been provided for staff. There have been a number of in house training sessions over the year. Case planning Forums have been used at point of conviction to ensure planning for sentence is completed as well as after sentence
		8.2	The YOS should make sure that those staff who are less experienced are fully trained and supported to manage the wide range of risks and level of complexity presented by children and young people under supervision.	2	Training provided in line with TNA. Appraisal targets met	
		8.3	Management oversight should be better targeted to make sure that key tasks are not missed, particularly where there is a high risk of harm.	3	Duty manager countersigning to be supplemented by use of Risk Report and Manager benchmarking exercises.	

Opportunities and Challenges for 2017/18

Reduce Reoffending of Prolific and Persistent Young Offenders

Whilst Reading YOS continues to perform well compared to the national and its statistical comparators, the direction of travel indicates that a small number of young people disproportionately commit a high number of offences. The use of a 'live tracking' tool will provide better performance data and act as an early warning regarding contemporaneous issues. This work can be built on in identifying earlier the cases that may require more targeted intervention.

Education Training and Employment

The reduction of NEET performance and the development of sustainable ETE opportunities is a target for the Board that can significantly improve the life chances of the YOS Service group, and also reduce offending.

Safety and Wellbeing

The number of vulnerable young people that the YOS work with is increasing, and with it the need to ensure that partnership arrangements are effective and that the workforce has the necessary skills, knowledge and working relationships to manage risk and improve outcomes. Children in Care are particularly vulnerable and a continued focus on prevention offending by looked after children will continue to be important in 2016-7.

Relationship Violence

There is strong evidence that there are links between the experience of children and young people and the potential for them to go on and exhibit abusive behaviour on their own relationships. The YOS will continue to develop programmes and approaches for these young people in 2016/7.

Reshaping Services

The YOS will contribute to the ongoing work that Reading Borough council and partners will engage in in as services are reshaped in the future.

The shape and delivery of Childrens Services in Reading has been informed by the OFSTED inspection and the OFSTED improvement plan.

Youth Justice Services are currently being reviewed nationally and the Expected Taylor Report (Due Summer 16) will inform future delivery and structures of local Youth Offending Services

Working effectively with Out of Court Disposals

The YOS workload has an increasing number of Out of Court Disposals. Local Guidance will be enhanced that will contribute to swift and consistent decision making and assertive engagement with cases at this level.

Transitions

The transition from custody to the community and from young peoples to adult services is a vulnerable time for young people. The YOS will review existing practices and undertake an audit of previous transitions jointly with Probation during 2016/7.

Ongoing work will be strengthened;

- Embedding Childview and utilising its functionality to a fuller extent to assist the YOS in using data smartly;
- Ensuring that young people's and families experiences of the YOS are asked for, understood and affect how the YOS engage with them.

Looked After Children (LAC)

Children in Care (CiC) are more than twice as likely to enter the criminal justice system as their peers. They are also over-represented in the custodial population, as are care-leavers within adult prisons. A survey of 15- to 18-year-olds in young offender institutions found that a third of boys and almost two-thirds (61%) of girls had spent time in local authority care (Prison Reform Trust, 2011a). This is despite less than 1% of all children in England being in care.

The numbers of Looked After Children that offend are monitored as a percentage of those children who have been in care for 12 months and offended during the period. Reading has over time improved the performance in this area and the rate is now comparable with National Target rates.

Children's Social Care is currently reviewing its sufficiency strategy for LAC placements; it is hoped that this will increase the number of placements for children closer to Reading and will improve the likelihood of the YOS being able to undertake preventative work with placement providers and more effective supervision of LAC children who offend. Where possible the YOS retain case management ownership of LAC offenders placed in neighbouring authorities. The YOS also undertake a review of CiC offending episodes on an annual basis and this helps us identify in particular LAC young people that are placed out of the area that have offended at low level. The YOS will engage with the local YOS to see if preventative services can be provided for this cohort.

Reading has signed up to the Thames Valley Policy Protocol to reduce offending and criminalisation of children in care. A joint approach across the area with partner agencies is expected to develop effective informal practices to manage offending of looked after young people.

The challenge is to accurately assess jointly with Social Care the risk of offending and to advocate appropriate intervention for young people.

Emotional Health

There has been a 20% increase overall in Referrals to the Common Point of Entry since its inception in 2013. There are however a number of young people with diagnosed Mental Health conditions that do not access treatment. Young people known to the Service have consistently been identified with Emotional and Mental health needs. While some of the young people are open to CAMHS, some had previously not engaged. The Children and Adolescents Mental Health Service Worker based with the team two days per week allows for young people to be seen swiftly where a need is identified. Current health funding is directed at developing a Liaison and Diversion scheme which will provide low level Emotional and Mental Health intervention for young people after entry into the Criminal Justice System.

Reading Youth Cabinet has recently campaigned to improve the Mental Health of young people in Reading. They have contributed to a report on School Nursing in Reading, highlighting the need for promotion and understanding of the School Nurse role and improving access from pupils to the Service.

The challenge is to work with health so that Emotional and Mental Health needs can be appropriately addressed at the right level. Caseworker experience and skills will assist them to be part of the intervention delivery where appropriate. Over the year the YOS will attempt to scope and implement some of the learning from the Welsh Enhance Case Management approach which emphasises a developmental approach to assessment and intervention.

Domestic Abuse

Reading has developed expertise and delivered work in managing Adolescent to Parent Violence and Aggression. The Parenting Worker now assesses all parents of young people that come to the attention of the YOS for damage or assault in the home. These referrals are made regardless of whether the young person is on a Court Order or Out of Court Disposal (OoCD).

Evidence and our understanding of the offending group suggests that experience and witnessing of Domestic Abuse is a risk factor in general for youth offending and also related to adult perpetration of relationship aggression.

We have previously identified that developing interventions for young people to manage relationships in a non-aggressive manner may assist in the implementation of the Domestic abuse strategy. The challenge is to train staff, and develop and trial interventions with some of our young people

Sexually Harmful Behaviour

Concerns remain about young people who sexually harm and the work involved in addressing this, although the number of young people coming to the attention of the Court for these offences in Reading appear to have dropped. This is particularly important to note as the interventions necessary to address these behaviours are normally disproportionate to other interventions. In the period 2014/15, 17 sexual offences were committed by 11 young people in comparison to the 2015/16 time frame where 10 offences of this type were committed by 8 young people. Within this group we have picked up some work with young people who have demonstrated sexually harmful behaviour concerns but have not been criminalised. This was reflected by 3 of the 11 in 2014/14 and 5 out of the 8 young people in 2015/16, who were dealt with by way of Out of Court Disposal for these offences. This presents wider issues for Services for young people without the experience as the expertise in this area is located at the YOS.

The YOS are developing specific work around technology and sexual crime that will cover e-safety, CSE awareness and online sexual behaviour that will address harmful behaviour as well as safety and wellbeing in this area.

Special Educational Needs and Disability

It is critical that young people with identified needs are managed appropriately both in the community and in custody. Research indicates that 60% of young offenders have some form of Speech Communication or Language Needs and a number of young people known to our service have additional learning needs. The YOS assessment is used to clarify young people that have additional needs and will liaise with the SEN team in relevant cases.

A protocol with SEND has been agreed to cover local responsibilities and practices in particular with young people that have a statement or EHCP that are remanded or sentenced to custody.

The challenge for the YOS will be to engage effectively with young people with SEND and their families, and to advocate on their behalf in discussions with partner agencies.

Child Sexual Exploitation (CSE)

YOS recording had indicated that CSE is a characteristic of 10% of the caseload.

The challenge is to utilise the young person - friendly Child Sexual Exploitation screening tool routinely with cases. This will help to clarify concerns and also help contribute to the intelligence picture around local CSE.

The YOS will continue to contribute towards the delivery of the Reading CSE strategy and ensure that young people are effectively identified, assessed and supported to reduce the risk of being exploited. QA processes will build on the positive steps the YOS has taken so far.

Managing Service delivery with Decreasing Resources

The YOS has managed to reduce expenditure consistently over recent years. Service reductions have necessitated different internal ways of working and is a challenge to the flexibility of the staff team. The challenge will be to address the offending risk effectively and contribute to the wider Early Help approach to reduce the number of young people that are entering the Youth Justice System

Quality Assurance and Audit

Quality assurance is an integral part of everyday practice within Youth Offending Service. Measuring the impact of service delivery is central to achieving improved outcomes for children and young people. This requires a strong quality assurance system to be in place that evidences that services are being delivered effectively and to standards that enable children's welfare to be safeguarded and promoted. The YOS quality assurance framework includes

- Maintaining a risk register of young people who are vulnerable and/or present a risk of harm to others
- National Standard monitoring
- QA of all assessments and plans
- Quality assurance team audits
- Service User feedback
- Auditing of closed cases
- Gatekeeping of Referral Order and Court reports
- Critical Incident reviews

AssetPlus was installed operationally in Mid January 2016. This provides an integrated assessment and planning tool that has been developed in to take account of the findings from the review of the Previous assessment process and incorporating recent research All new assessments including Out of Court Disposals started using AssetPlus and older assessments have been faded out in the period since Go Live. As well as considerable training and preparation in the lead up to the use of AssetPlus, the YOS has managed the increase of workload since the introduction of AssetPlus.

The impact has been felt in a number of areas. Principally

- AssetPlus is the standard assessment tool for all stages of intervention. A lighter- touch assessment tool is not available for cases with lower disposals or presenting lower risks;
- There are a number of areas of assessment that are newer and there are more screening and self-assessment tools to use. In addition, the complete of the assessment itself takes more administrative time than the previous assessment tool;
- There are increased regular demands on Managers for Quality assurance and Counter signing.

These changes have increased the workload of staff and managers as staff are adapting to the new assessment process and are likely to influence work flow processes in the future. The YOS have developed a Duty Manager process ensuring overall Management oversight and have built in processes to ensure management discussion and consistency of practice that should benefit the team. As part of the management oversight and Quality Assurance several bench marking sessions have been scheduled through the year to ensure consistency of approach.

Audit activity in 2015-6 included The National Standards audit around Out of Court disposals, and the Case audit of some 28 Cases as part of ongoing SQS inspection readiness. The SQS in April this year offered an independent positive review of the Service

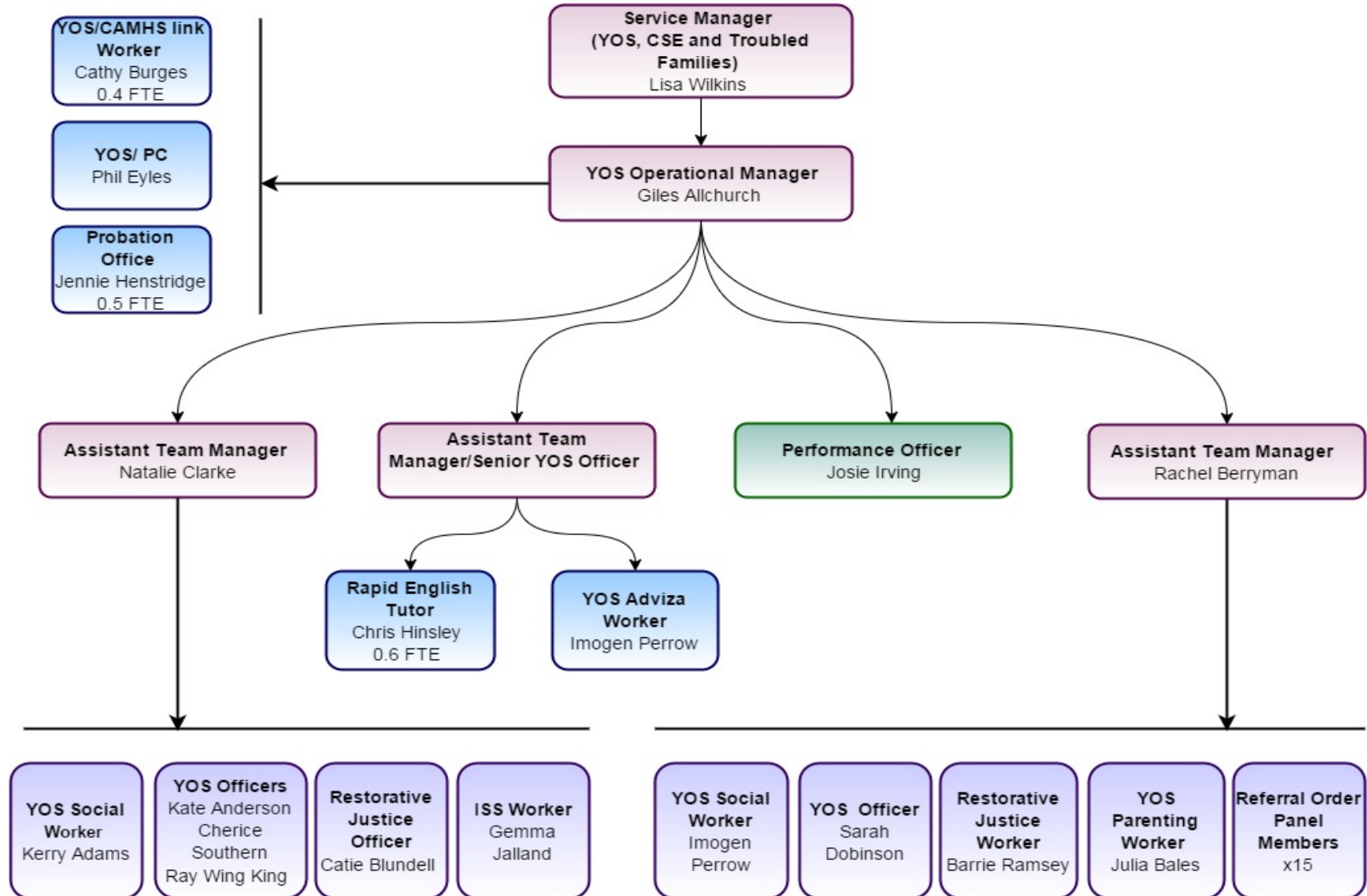
Resources and Value for Money

The YOS budget for 2016/17 reduced by 3% overall (£26,649) compared with the 2015/16 budget profile. This was mainly due to a 19% reduction in the YJB grant. The budget reduction has been managed through efficiency savings and staff reduction measures. The Probation contribution reduced in line with the new national formula, although a half time Probation officer will be provided as soon as recruitment is successful. Resources are sufficient to maintain youth justice service delivery for 2016/17.

	Cash contribution	Payments in kind	Total	% contribution
PCC	99100	46,000	145,100	12
Probation	11200	0	11200	1.33
Health	33500	0	33500	3.99
Local Authority	450000	0	450000	53.57
YJB	246300	0	246300	29.32
Total	840100	46,000	886,100	100

See Appendix 1 for YOS structure chart.

Appendix 1: Youth Offending Service Structure





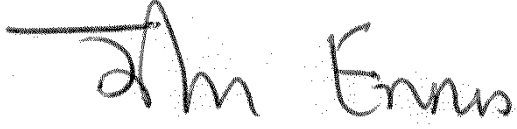


Appendix 2: 2017/18 Action Plan

Priority	Action	Success Criteria	Owner	Deadline
Outcomes				
Reduce reoffending of prolific and persistent young offenders	Work with colleagues from Police and Probation to reduce reoffending rates.	Reading young people are not becoming prolific adult offenders.	YOS / Probation / Police	March 2018
Improve Education Training and Employment (ETE) performance	To review with partners our current cohort and barriers to ETE. To work with partners to together engage our cohort in ETE.	For our young people to be engaged in ETE. For our numbers of young people not engaging to decrease.	Voluntary Sector / Education / Communicate	December 2017
Reduce the risk of Child Sexual Exploitation for young people engaged with the YOS	This outcome needs to consider all types of exploitation for our cohort. To set up a working group to discuss 'preventing sexual violence in young people' and consider 'young people missing out on justice'.	To have a robust response to victims and perpetrators of exploitation. To consider the needs of victims with regards to therapeutic trauma interventions.	Local Authority / Police / SAFE! / Little Blue Book of Sunshine (Health)	September 2017
Reduce Relationship Violence Develop interventions for young people to	To consider intervention options as a partnership with regard to relationship violence.	An approach is identified and adopted.	Police / Health	March 2018
Reduce the number of First Time Entrants	How are we working to strengthen our families and build family and community resilience?	The number of first time entrants has reduced and we are in line with national averages.	Early Help / Voluntary Sector / Troubled Families / Schools / Liaison and Diversion	March 2018
Enablers				
YOS and Partnership workforce to be provide appropriate responses to sexually harmful behaviour	To work with the exploitation group (as above). To consider learning from this group. To drive up front line delivery in working with those young people who display sexually harmful behaviour.	To have supported colleagues in working with sexually harmful behaviour. To confidently be assured that individuals receive an appropriate service.	Local Authority / Police / YOS	March 2018
YOS and Partnership workforce to be provide appropriate responses to emotional wellbeing	Workers across the youth justice system are better able to recognise and respond to the needs of young people who present with a learning difficulty,	This will result in improved service user engagement with intervention and care plans, improved outcomes	Health / YOS	December 2018

Priority	Action	Success Criteria	Owner	Deadline
	language impairment, mental health or neurodevelopmental issue.	and reduced risk of reoffending behaviour		
Embedding AssetPlus Changes and practice	For the performance analyst to ensure the YOS staff are up to date with training and changes to Asset Plus.	Staff feel confident in using the system and are producing good assessments.	Performance Analyst YOS	March 2018
Working effectively with Out Of Court Cases	To consider our Out of Court Disposal (OOC) response and how we engage partners to support those young people who do not have a statutory requirement to attend the YOS.	For the YOS to have a recording system for those young people with OOC. For YOS to be working with partners on alternative interventions and activities for these young people	Police / YOS	December 2017
Restorative Justice development	Caseworkers will undertake RJ training	Caseworkers will be delivering some victim awareness sessions from the summer 2017	YOS / Early Help	September 2017

Appendix 3: Management Board Sign Off

Statutory Partners, Signatories to 2017/18 Youth Justice Plan		
Name & Title	Signature	Date

Chair of Youth Justice Partnership Management Board. Thames Valley Police		21.06.17
Reading Borough Council		21.06.17
National Probation Service		21.06.17
Clinical Commissioning Group		21.06.17
Service Manager Intensive Support and YOS		21.06.17